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ANNUAL REPORT

1958



ADMINISTRATIVE
SERVICES
DEPARTMENT

WILLIAM ARTHUR REILLY
DIRECTOR

LAWRENCE W. COSTELLO
ADMINISTRATIVE SECRETARY



ANNUAL REPORT
OF THE
ADMINISTRATIVE SERVICES DEPARTMENT
FOR THE YEAR ENDING DECEMBER 31, 1958.

January 5, 1959.

HONORABLE JOHN B. HYNES,
Mayor of Boston.

DEAR SIR:

We are pleased to submit herewith the Fifth Annual Report of the Administrative Services Department for the year commencing January 1, 1958 and ended December 31, 1958, concerning the activities of all divisions and units involved, together with comments and observations made with reference to various studies and policies initiated by the Board in connection with the operation and management of various other City departments.

ADMINISTRATIVE SERVICES BOARD

Under Chapter 3A, Section 2, of the Ordinances of 1953, as amended by Chapter 3, Sections 1 to 8, inclusive, of the Ordinances of 1956, the Administrative Services Board is charged with the administration of the department and consists of the Director of Administrative Services as Chairman, Supervisor of Budgets, Supervisor of Personnel, the Purchasing Agent, the City Auditor, the Collector-Treasurer, and the Assessor. More specifically, under Section 2, Chapter 3A, mentioned above, the Board, and more especially the Director, shall be responsible to make, under the Mayor, studies and recommendations with respect to the organization, activities, policies, and procedures of all

Boston City Messenger
June 24 1959

departments, boards and offices of the City government, so that the administration thereof shall be economical and efficient.

By reason of the retirement of John J. Chapman on December 23rd, who devoted five years of sincere and conscientious service as a charter member of the Board, we welcomed a new member under date of December 26, the new Assessor, namely, Earle R. Barnard, who, we are quite certain, will prove most helpful to us in reaching some of the goals to which we aspire.

During the year the Board met formally on twenty separate occasions, and various members of the Board met informally on many occasions to discuss matters of mutual concern. It will be noted that the number of meetings scheduled during the year have increased substantially over the number held during previous years. The adoption of this new practice has resulted in keeping members abreast of current problems and the resolving of many problems as they arise, rather than procrastinating. It has also resulted in members securing a more up-to-date knowledge of what is transpiring, not only within the confines of the City government, but outside as well.

This year marks the first full year term of the Director and Chairman of the Board and, during this short period of time, many new policies and practices were adopted by him, in addition to the frequent meetings of the Board. To mention a few — twenty memoranda were prepared and distributed throughout City departments concerning various phases of municipal operations; ten meetings of department heads were held, with copies of said minutes also being distributed throughout City Departments. By means of frequent memoranda and Department Heads meetings, the communication system in the Executive Branch of our Municipal Government has been greatly improved. Department Heads have come to know each other better, and periodical common objectives have been pursued as a result of directives contained in the memoranda. We believe that it is fair to state that there are many corporations throughout the country which do not have as good a management and administrative system as that which obtains at the present time in our City government.

Subjects contained in the above mentioned memoranda are listed herewith:

Re: Annual Departmental Reports

- A. Request for summary of major accomplishments on or before January 30th of each year.
- B. Reduce personnel by at least 5% (reference to \$45,000,000 Loan) excluding Planning Board and Health Department.
- C. Thirty-day moratorium on emergency employees (other than the Hospital Department).

Necessity for cutting expenses (reference to \$45,000,000. Loan).

1. Effect a reduction of 5% in number of employees by December 31, 1959. Fill no vacancies — observe "No Hire - No Fire" policy.
2. Reduce temporary personnel appropriations by 15% (such savings could reach approximately \$300,000). Salaries and overtime represent over 60% of our total annual expenditures.

Council Order dated 1-27-58 — Request for list of land and/or buildings held by any City department or agency *not* in active use as of January 1, 1958.

New City Hall — request for approximate number of square feet of space now used and estimate of amount needed.

Requesting cooperation with representatives of Arthur D. Little, Inc. when and if they call on various departments for information on survey of space needs for proposed new City Hall.

Transfer all surplus property to Purchasing Division at once.

In-Service Training; Land and buildings — with assessed values; Preliminary Annual Reports; Sick Leave, Overtime; Record of contracts awarded without advertising.

5% Reduction in number of permanent employees — 4 copies of list of quotas for permanent positions in each department sent.

Federal or State Assistance.

"Information Manual" and "Interdepartmental Information."

Character of service rendered by departments.
Questionnaire to be answered.

Personnel Problems — Vacations Schedules —
Sick Leave.

Elementary financial figures pertaining to Boston.

Unsatisfactory status of personnel totals in relation to the White Paper Agreement requires drastic action in 1959, etc.

Request that the 1959 budget estimates will be furnished to the Supervisor of Budgets on October 1, 1958.

Enclosed enrollment cards for United Fund Campaign.

New intercommunication telephone service being installed in City Hall — instructions — request for names and extensions of personnel needing telephones, etc.

General Form No. 65 — to report violations or defects.

Meeting of the United Fund solicitors.

Document 36, 1958 — New classification plans for City employees.

Formula for general correspondence

Review Procedural Manual

1959 Budget conferences already commenced

Final returns on United Fund due

Start preparing 1958 Annual Report

Next Department Heads' meeting, Friday, November 14, 1958

Annual Conference of Municipal Employees —
November 20, 21, 1958, arrange for members to attend.

Requests for Permission to Award Contracts without Advertising; Capital Improvements and Signs for Public Buildings.

Third Conference on Municipal Administration to be held at the Public Library Lecture Hall, Copley Square, Thursday and Friday, November 20 and 21, 1958.

Request 1-page summary of outstanding achievements during 1958 for Mayor's Annual Message.
Request 1-page summary of items proposed for 1959 budget showing an increase over last year's appropriations, also reductions in 1959 budget.

In reviewing the above list, it will be noted that many of these memoranda are of an informative nature, while others are more instructive or directive in character. Of the latter group, we are happy to report that definite progress has been made in several instances, and certain observations should be a matter of record in this report.

WHITE PAPER AGREEMENT

Lengthy and summarized Progress Reports on the "White Paper Agreement" were compiled by the Director on several occasions during the year. Out of a total of 8 commitments made under the aforementioned agreement, 6 have been complied with, leaving only 2 to be fulfilled. Although an earnest and sincere effort has been made during the year to comply with the provisions of the two remaining commitments, namely, a reduction of 5% in the number of employees filling permanent positions, and a reduction of 15% in temporary personnel and overtime appropriations, progress has been slow.

In the nine years prior to your administration, City, School, and County payrolls increased by 2,230. In the past nine years, under your direction, there has been no increase but, instead, a reduction of 736. In the Public Works Department there has been a decrease of 25%, in the Health Department 16%, Parks and Recreation Department 13%, Veterans' Services Department 19%, Election Department 38%, Welfare Department 11%, and so on.

Our total reductions in permanent personnel during the past year have been 162.

On the basis of quotas, our record appears in a favorable light. On November 1, 1957, budget quotas for personnel totaled 17,476 positions. In 1958 this was reduced to 17,014, or a reduction of 462 positions, which normally would be open for filling. A similar reduction in 1959 is expected to reduce quotas by a substantial number, so that there will be approximately 800 posi-

tions less when viewed on the basis of quotas. This reduction in quotas has a restrictive influence on a long range basis and will assist in the gradual reduction being achieved in the number working.

Meanwhile, our departments have been establishing an excellent record. The Fire Department has been rated as third in the United States in its fire prevention activities, and the National Board of Underwriters has declared that in efficiency of operation no Fire Department in the United States excels our Boston Department. The Health Department points to the fact that there were no maternal deaths in the City of Boston in 1957 and only one in 1958, identified as a Boston resident in a Boston location. The City Hospital stands as an accredited institution now, where it was not when you first took office, and it has cast upon it the most difficult types of cases each year resulting from accidents and neglect through conditions of poverty. The Police Department record has been publicly praised. Our Assessing Department was reorganized during the year and the Public Works Department has been carrying an increased work load with less employees than in prior years.

The temporary personnel item was to be reduced by 15% in appropriations. A pay raise was granted after the White Paper Agreement was made and, therefore, a 15% reduction in appropriations for temporary help became impossible to achieve, as the base rate of compensation was increased.

Where classroom teachers are not available for permanent employment, temporary help must be used.

Many nursing positions are on a temporary basis and are subject to the demands of our hospitals, which employ temporary help according to the number and needs of patients.

The conduct of the Christmas Festival, the Arts Festival and the summer playground program all depend upon temporary employees to a great extent. It is less expensive to have temporary employees in such positions than to pay them a full year's salary for a few weeks' or a few months' work.

When dealing with the subject of overtime pay, the same factors apply, as above mentioned, in the section on temporary help.

In addition, the White Paper Agreement failed to recognize that 75% of all overtime is required by statute. Employment of policemen on Sundays and holidays, and firemen on long tours of duty cannot be offset by "time off". In addition, a court decision has indicated that certain Public Works employees, working overtime, cannot be compensated by "time off" in place of overtime pay.

NEW CITY HALL

As a result of a survey made of City departments as to the amount of space they now utilize for departmental operations and the amount they might need for future requirements, it was possible for us to submit to the Arthur D. Little Co. a preliminary draft of approximate space requirements for the erection of a new City Hall, proposed in connection with the new Government Center. The Little Co. was engaged to further survey the space requirements and investigate related factors pertinent to making a formal presentation of the need for a new City Hall and in support of a petition to the legislature for a Loan Authorization.

SURPLUS PROPERTY

An accelerated program was initiated to transfer all surplus property to the Purchasing Division. It was found, during the first part of the year, that departments had been lax in complying with the Ordinance to transfer all such property to the Purchasing Agent. Desks, chairs, filing cabinets, typewriters, and all other types of office equipment that had seen better days were cluttered in hallways and empty rooms, with the result that valuable space was being utilized for the storing of same. After this surplus property was transferred to the Purchasing Division, articles that appeared to be in fairly good condition were forwarded to Deer Island, where excellent work was performed by prison inmates to repair and restore them for future use at no cost to the City. Typewriters and other types of machines were turned over to the Machine Repair Unit for possible repair and rebuilding and two unused Addressograph units transferred to the Printing Division. Unusable machines were dismantled and essential parts used for the repair of other machines. The program was successful and will continue in the future.

PERMISSION TO AWARD CONTRACTS WITHOUT ADVERTISING

A new procedure was initiated on requests for permission to award contracts without advertising in the sum of \$2,000 or more. Although letters are still addressed to you, they are forwarded first to the Administrative Services Department, attention of Supervisor of Budgets, to determine conformity with appropriations, and a duplicate copy of same is forwarded by the originating department to the Finance Commission. This new procedure performs three important functions, namely:

- a. It eliminates unnecessary delays through prior verification as to the availability of funds.
- b. It keeps the Budget Division informed of proposed encumbrances.
- c. It permits objective review by the Finance Commission of all awards without advertising, prior to final commitment by the City.

PRELIMINARY ANNUAL REPORTS

It has been the practice for a good many years for the departments to issue an annual report sometime in the late summer, or fall, of a current year, covering operations of the previous year and while this, of necessity, has been more or less of a standing policy with all departments, we had no means of determining in late December or early January, when the information is more important, what has been accomplished by the Administration during the previous year. In the early part of 1958, we requested that all departments submit a preliminary annual report covering, in brief form, the chief accomplishments of the prior year, together with intended programs for the current year. This system worked out to our satisfaction and is to be continued. At first, this was considered by some departments as a duplication of effort but it was found that, after filing the preliminary report, the compilation of the full report required less research and saved considerable time. Meanwhile the Administration was enabled to evaluate accomplishments or progress early in the year, and to activate or accelerate activities of importance without delay. (See page 8 "Interdepartmental Information.")

IN-SERVICE TRAINING

In checking various City departments, we learned that several departments of the City have a functioning In-Service Training Program for their specific operations. For example, the Library, Fire, Health, Police, Traffic, and Welfare Departments conduct instructional courses. We believe that these programs should be expanded throughout the City government and, in connection therewith, issued a pamphlet under date of December 30 covering the over-all subject of "Internships, Fellowships, and In-Service Training Programs." The benefits to be derived from expanding such programs would seem to be self-evident. With your permission, we intend to request the School Committee to formulate and direct a comprehensive, coordinated, and educationally sound program of In-Service Employee Training Courses for selected departments, and for the recruitment of qualified administrators from within our own employees' ranks.

INTERDEPARTMENTAL INFORMATION

Under date of May 16, 1958, an Interdepartmental Information Bulletin was issued, containing an outline of recent activities and accomplishments of various City departments. The issuance of this bulletin was possible through the cooperation of all departments in submitting preliminary annual reports and the compiling of current information by the Administrative Services Department. It was found that when department heads represent the City at various functions they are usually conversant only with the operations of their own individual departments, and have not been equipped to make comment on the over-all accomplishments and operations of other departments. In other words, prior to this time, there was no document to which a department head could refer for information of this character.

SICK LEAVE AND OVERTIME

The problems involved in sick leave and overtime have been stressed on many occasions. In any large organization, similar to our City government, a certain percentage of abuses in overtime charges and sick leave allowances is possible. We realize, because of the liber-

ality of our sick leave allowances, certain individuals may abuse it to the detriment of sincere and conscientious employees. Private industry faces the same problems but, in view of the fact that their employees do not have the protection of Civil Service, business concerns can correct such abuses more quickly and more drastically.

Department heads have been instructed to see to it that each and every employee under his supervision gives a full day's work, so that overtime charges, in some cases, will be unnecessary. They have also been instructed to check occasionally on any employee who makes it a practice to take frequent sick leaves, especially around week ends or holidays, to ascertain whether or not said employee is actually sick.

FEDERAL OR STATE ASSISTANCE

As a result of this directive, information was secured from the several City departments involved and a subsequent bulletin was issued, summarizing the information obtained. This is another informational document that proved helpful to department heads in ascertaining what funds are available from federal or state sources for various City operations. This phase of municipal operations is becoming more important each day and, unless city officials know the facts, the City may be the loser.

This review of activities currently financed in part by state or federal funds proved to be interesting and valuable.

INFORMATION MANUALS AND DIRECTIVES

During the year 1939, a document was prepared and issued by the City Clerk containing an alphabetical list of licenses, permits, and other services rendered, for which a fee was charged and, even though there have been countless changes in this document since that time, nothing was ever done to bring it up to date.

During the year 1958, two drafts were compiled containing up-to-date information on all licenses, permits, and services rendered by various departments. After the completion of the second draft, it was found that many items of general interest should be included, not

only for the information of municipal personnel but for the information of the public generally, and work is progressing along these lines at the present time. When this document is completed it will contain general information that will be helpful to everyone in the community. It will include locations and telephone numbers, not only of governmental agencies, but of institutions and other agencies outside of the City government, with which the public should be familiar and to which, in cases of emergency, they might be obliged to apply.

An up-to-date directory was prepared and compiled for the use of all City departments, containing locations and telephone numbers of each agency. Copies were also distributed throughout the Hall and Annex for the convenience of the public. A new telephone directory was also compiled in connection with the installation of a new intercommunication telephone system, installed during September.

NEW TELEPHONE SYSTEM

A new telephone system, installed in September of 1958, allows communication between all departments of City government, excepting some 16 located remotely from the City Hall area, through the dialing of three numbers assigned to the various phones involved. The system eliminated the necessity of operators dialing numbers for municipal personnel, accelerated intercommunication, and will decrease the number of operators necessary to handle the main switchboard. So-called ninth level phones were installed for a few whose normal duties require the placing of outside calls in the transaction of City business. In these particular cases, operators are again relieved of the responsibility of putting through a call, as the individual can, under this system, dial the number. In the event individuals, not having a ninth level phone, desire to make an outside call, he or she is required to dial the operator, who will make the call and retain a record of such call. The system has not been in operation for a sufficient period of time to assess the savings and efficiency that will result, but we are certain that after the system has been in operation for at least a year, comparisons with previous telephone costs will indicate both substantial savings and greater efficiency.

1959 BUDGET AND TAX RATES

The preparation, examination, and final computations of annual budgets have always been a last minute operation because of unnecessary delays by certain departments in submitting their budget requests. Although a deadline of October 1 was established for the submission of budget estimates, and most departments were very cooperative, there were a few, however, that failed to submit estimates until later in the year, thereby delaying the production of final figures until the middle of January. Nevertheless, this was an improvement over previous years when budgets were not ready for submission until the latter part of January. Our original thinking was to have our budgets in order and ready for submission to you the early or latter part of December, after which time copies would be furnished to the Finance Commission and to the Municipal Research Bureau for review. It was felt that by following this procedure we would minimize discussions and expedite delivery to the City Council. Although we have made some headway in expediting budgetary work this year, we are confident that more substantial improvement can be made in future years.

The School budget came up for discussion on several occasions and, in view of the fact that the School Committee has sole jurisdiction over appropriations up to \$21,200,000 without requiring your approval, it was suggested that a separate bill be considered for the tax rate on School operations. This is the procedure in many of the large cities, and some cities levy taxes on separate and distinct services, such as County expenses, Hospital services, etc. Through this procedure, it is possible to fix responsibility for various expenditures more clearly. When comparisons are made with Boston's tax rate, this situation is not always taken into consideration. Boston's tax rate is arrived at by including the cost of all County, School, and Hospital services (less estimated receipts) which are not factors in the advertised rates of some other cities. On the receipts side of such comparisons, it must also be remembered that Boston is not the recipient of all County revenues nor of many municipal nonproperty taxes received by many other cities from sources such as the sales tax, payroll tax, utility tax, sewer tax, hotel occupancy tax, gross receipts business tax, etc. Boston is obliged to

derive approximately 70% of its revenues for operating expenses from the real estate tax. We are certain that if Boston were allowed to issue separate tax bills for County and School expenses and had the authority to levy some of the non-property taxes mentioned above, our tax rate would compare favorably with many other cities of the same size.

GENERAL FORM NO. 65

The idea of a general form to be used by municipal personnel in reporting various violations or defects in City operations was initiated by the Public Safety Commission and adopted by this Board. We believe that this was an important administrative function that has long been neglected. Upon many occasions it is believed that inspectors, investigators, social workers and other City personnel have noted various violations of statutes and ordinances and/or defects in other City operations that might be considered dangerous to the health and safety of the community but, because of the fact that they were uncertain of the governmental agency to which the violation or defect should be reported, they were reluctant to file such reports.

This new form not only includes space for making such reports but, on the reverse side, contains a list of the more common violations or defects, together with the name and location of the municipal agency involved in correcting same. Thus hundreds of inspectors are now encouraged to act on violations observed during their regular tours of duty, whereas, previously, correction of such violations awaited observance by a special inspector.

THIRD CONFERENCE ON MUNICIPAL ADMINISTRATION

Our 1958 Conference exceeded all expectations, with greater numbers in attendance and a more stimulated interest among municipal personnel and the general public. This conference idea has certainly caught on since our original conference in 1956 and we predict that future conferences will have greater appeal to the municipal official and employee and the general public than was evidenced in the past. As a report on the Third Conference is being published at the present time, we have purposely made the report on this subject brief.

A brief review of the following list of Board discussions, deliberations and definite actions will give you a slight idea of the many subjects and problems brought up for consideration, many of which we resolved and a few of which are still under study.

HOSPITAL DEPARTMENT REVIEW

Because of a difference discovered between rates paid in State reimbursements for medical care of the indigent sick to the City and rates paid to other medical institutions throughout the City and State, several meetings were held with hospital officials and the State Director of Hospital Costs and Finances. The State authorities indicated that our bookkeeping system at the Hospital failed to produce information necessary to obtain fully warranted maximum reimbursements. It was recommended that a more up-to-date system of bookkeeping and accounting be adopted and a new fee and rate system adopted. This will be adopted in 1959-60 according to present indications.

To expedite the handling of mail at the Main Hospital and to discourage the use of loose stamps, it was recommended that a Central Mailing Unit be established with postage meters installed, and it is understood that this recommendation will be given further consideration as soon as a suitable space area can be provided. It is our belief that favorable action on this proposal will result in savings in postage costs sufficient, within a two-year period, to offset the cost of the new equipment required.

A recommendation, upon which no definite action has been taken up to the present time, concerns the establishment of a \$2.00 rate for out-patient service, an increase of \$1.50 over the present rate listed under the provisions of the existing Ordinance. Our present policy is to refrain from requesting reimbursements from the State for indigent out-patient cases, as the cost that would be involved in setting up a bookkeeping, billing and an accounting procedure would be an expensive function and not worth the trouble and, in fact, even the 50-cent fee is not always charged to patients. In view of the fact that most hospitals charge a fee of \$2.00 for out-patient treatment, coupled with the fact that 90% of such patients being treated at the City Hospital are on welfare, it would be a worth-while change to have the

present ordinance amended, so that the City could collect the same fees from state and federal agencies that are paid to other hospitals.

ESTABLISHMENT OF A MUNICIPAL LEGISLATIVE BOARD

It was suggested that a Board be established to study present legislation regarding relief of every character in which, at the present time, there are many inconsistencies. For example, a single person who is a veteran receives \$90 a month from Veterans' Services, and this agency receives a reimbursement of 50% from the State. However, a single person on welfare, whether or not he or she is a veteran, receives \$50 a month and the Welfare Department receives no reimbursement from the State. We maintain that Boston is not receiving its fair share of State reimbursements because of this type of legislation, and something should be done to correct the situation. The establishment of such a Board, as suggested, should result in our securing favorable consideration from the Legislature when definite facts and figures have been compiled to substantiate our argument.

EXPANSION OF "PAY-BY-CHECK" SYSTEM

Several departments, or divisions of departments, previously paid salaries in cash, are now being paid by check, including the large number of schoolhouse custodians who were formerly obliged to travel to City Hall on Friday mornings to receive their salaries.

PRINTING PLANT DISCUSSIONS

Several meetings were held on Printing Plant problems with union representatives. The President of the Typographical Union attended one of these meetings. We are convinced that these meetings were helpful in clearing up misunderstandings concerning some of our Printing Plant problems. Although we acknowledge that there is much more to be done to increase production, to minimize absenteeism and to place the plant on a solid footing, we have, nevertheless, made definite progress, as is evidenced by the report on Printing Plant operations for the past year as set forth later on in this report.

Consideration was given to the present system of billing City departments for departmental work and it is possible that in 1959 this system will be discontinued. The result will be a substantial saving in clerical labor in all departments and will eliminate resentment of frequent billings.

AUTOMATION PROGRAM

At our Second Conference on Municipal Administration, the subject of automation was stressed by various leaders in private industry. Since then, there has been installed in the Auditing Department during the past year several important pieces of tabulating equipment, including the "Univac 60". The Univac 60, although installed the latter part of 1958, has already accomplished many tasks that would have required many weeks or months of tedious overtime work. Real estate valuation cards were computed by ward for subsequent production of the real estate tax bills. Not only were the necessary computations made and totals for land, building, total valuation, total tax, and total parcels established by ward, but each card was audited for accuracy as the computations were being made. This real estate computation saved six machine and manual operations necessary under previous operating techniques. Approximately 18,000 Personal Property cards were computed by ward for subsequent production of the personal property tax bills. As was the case in the real estate computation, not only were the tax computations made but, as they were processed, the individual cards were checked for accuracy. In excess of 130,000 Excise Tax cards were also processed. Appropriation accounting is presently being performed on the Univac. During 1959, it will be possible to produce a Daily Report for the whole City and each department by account, showing current balances to date on expenditures, unliquidated encumbrances, appropriation credits, unencumbered balances, and unexpended balances. This report should provide easier and better control. It will also be possible to summarize individual payroll cards to produce yearly summary cards for the production of Federal and State payroll withholding forms for the entire city payroll. At the present time, several other applications are being planned for the use of the Univac, such as the

compilation of statistical analyses for the Planning Board, cost reports for the Printing Plant, engineering statistics for the Public Works Department, etc. The rental charges for this equipment and other types of tabulating equipment will be more than offset by the speed and efficiency which will result from such operations and should eliminate, to a large degree, overtime charges with which certain departments have been faced in the past.

PROCEDURAL MANUALS

Outside of two of the larger City departments, Procedural Manuals now exist in all departments at the present time. This is another instance where a panel discussion and recommendation at our First Conference on Municipal Administration resulted in definite action. The project lagged for a long period of time, but the establishment of a calendar date for completion by all departments and splendid cooperation resulted in finished documents. Now these can serve as a nucleus of an In-Service Training Program, to which reference was made previously, and ultimate refinement of miscellaneous procedures.

CITY RECORD

As you will note, certain improvements have been made in the format and contents of the *City Record*, with a view to cutting printing costs. City Council and School Committee minutes are now incorporated into the *City Record*, the size of the publication has been reduced, unnecessary items are being deleted, including individual appropriations for the *City Record's* subscription which already have been discontinued. The possibility of eliminating advertising charges for City business is now under consideration.

PHYSICAL EXAMINATIONS FOR TEMPORARY EMPLOYEES

Although it was not the practice or policy of some departments to insist upon physical examinations for temporary employees, especially for those employed on an emergency basis for a period of six weeks, a new policy was established that requires all temporary em-

ployees, whether provisional or emergency (all permanent employees are obliged to be examined prior to appointment), be examined before being hired. The establishment of this new regulation came about by information received to the effect that a temporary employee, who was not examined prior to his appointment, became sick after working only a few days and the City was obliged to place this individual on Workmen's Compensation, even though there was some question as to whether or not he was afflicted with the illness prior to or on the date upon which the appointment became effective. This new regulation should and will eliminate future cases of this character, which add to the City's cost of operations.

INSPECTIONAL IMPROVEMENTS IN THE BUILDING DEPARTMENT

On or about the middle of May, the Building Department, at the direction of this Board, opened an office at the Maurice J. Tobin Building at Mission Hill, where building inspectors report each morning rather than reporting to the central office. These inspectors now service the public from the Jamaica Plain, West Roxbury, Upper Roxbury, Dorchester, and Brighton districts between 9:00 A.M. and 10:00 A.M. each morning, receiving applications for various types of building permits and giving general information.

In addition to making it more convenient for contractors and the general public living in this area, inspectors do not lose the usual two or three hours of each day required to go in town and return to their districts. It is difficult to assess the savings realized at the present time but, after the period of another six months, we should be in a position to submit accurate facts and figures to substantiate the wisdom of this new procedure. If the results are as favorable as we believe they will be, it will be recommended that similar offices be established in other districts throughout the City. Many of the large cities throughout the country are following this procedure and our studies of the cities now operating under this plan indicate that it has met with popular approval because the City is securing a fuller day's work from its inspectors while, at the same time, it is supplying an added convenience to the public.

VETERANS' REAL ESTATE EXEMPTIONS

Discussions held on various occasions, regarding the voluminous amount of paper work entailed in complying with the provisions of Chapter 59, Section 5, of the General Laws, resulted in several recommendations being made for the simplification of present procedures, with the cooperation and assistance of the State Auditors.

Under the present procedure, some six thousand veterans in Boston have the privilege of applying to the Assessor each year for an exemption of at least two thousand dollars of valuation. This group is comprised of all those who have been certified by the Veterans' Administration as being entitled to at least a 10% service-connected disability. In certain cases, veterans who are paraplegics or who have suffered the loss of eyesight or limbs are entitled to larger exemptions. All eligible veterans throughout the State receive a certificate from the Veterans' Administration on or about May 1 of each year, indicating the type and percentage of disability allowed and, once this certificate is in their possession, such veterans owning real estate file said certificate with their local assessors, thereby making them eligible for an abatement. All such Boston veterans are obliged to appear in the offices of the Assessing Department and make applications for abatements in person. Subsequent processes require security checks on ownership, approvals by deputy assessors, submission of paid tax bills and, finally, the issuance of a check to cover the refund due.

A study of the various recommendations submitted has resulted in the contemplated adoption, during the current year, of a new procedure which will eliminate a greater part of the present paper work, the issuance of checks for refunds and the bookkeeping attached thereto, and the necessity for a veteran to appear in person at the Assessing Department office.

Under the new procedure, all eligible veterans will receive from the Assessing Department an instructive letter together with an application and a return envelope, after which they will fill out the application in its entirety and return it to the Assessing Department with the VA certificate of eligibility enclosed. Then — and this is the principal saving feature of the new approach — the amount of exemption will be endorsed as a credit on the tax bill before mailing, and the net amount to be

paid will be shown thereon. The same detail will be included on the commitment list to the Collector-Treasurer. The banks, under the usual postponed mortgage plan, including payment of taxes monthly, will pay the veterans' tax only to the extent of the net amount shown. This new system will also decrease monthly mortgage payments by the veteran to the bank and will eliminate the necessity for banks to forward copies of paid bills to veterans.

NORTHERN MORTUARY

Legislation was enacted to decrease the number of mortuaries in Suffolk County from two to one, thereby giving us an opportunity to close down facilities of the Northern Mortuary and transfer its operations to the City Hospital. This was accomplished during the early summer months and the new arrangement has worked out quite well. We cannot, at this time, estimate the possible savings from this consolidation until the new facility has been in operation for at least one year.

It was planned to utilize the Northern Mortuary property as a central storage warehouse, but it was learned that there is some agreement in existence, either statutory or otherwise, that prevents such a move at this time. However, the recommendation is still under consideration and, if there is any possibility of utilizing this building either as a central storage warehouse or for some other purpose, we will undoubtedly take advantage of the opportunity. The proximity of the proposed new City Hall would be an added incentive to give the matter detailed consideration at the proper time.

CLARIFICATION OF RULE 10 OF THE CITY COMPENSATION AND CLASSIFICATION PLAN

At our recommendation and upon your approval, a new interpretation of Rule 10 provides that employees having 25 or more years of service be compensated upon promotion at the rate specified in column 6 of the Compensation Plan, the maximum salary of the position to which an individual is being promoted. Upon making this recommendation, it was felt that a promotion should carry with it a connotation of a substantial salary increase, particularly when an employee is promoted to a top level position and having at least 25 years of accredited service. Under the plan, as previously inter-

puted, such individuals would only receive a salary increase of \$2.50, \$4.50 or \$4.75 per week, depending upon the grade. This appeared to be unfair when considering employees who have long years of service. This new interpretation was welcomed by all employees involved and we believe it will be an incentive to other employees nearing the 25-year level.

WATER RATES

Boston water rates were reviewed and it was estimated that our charges are about 25% lower than any other city or town in the Metropolitan District and that any substantial increase in rates decided upon would probably show a surplus which could be applied toward the redemption of debt. Suggestions were made as to the percentage of increase that should be considered, and this matter is still under consideration.

MISCELLANEOUS

1. Examination of the fourth and fifth floors of City Hall indicated that egress facilities for the public attending City Council meetings and individuals working in the area should be improved. It was recommended that the Assistant Commissioner of Real Property make arrangements to correct the situation, and it is understood that plans are being formulated at the present time to remodel the area in question to provide proper egress.

2. Department heads and key personnel of various departments were invited on several occasions to attend Board meetings and discuss special problems and policies.

3. The feasibility of moving the Veterans' Services offices to the Wayfarers' Lodge (now closed) because of the similarity of operations, savings of rental charges and the possible closing of Veterans' Services and merging its operations with the Welfare Department were also considered. As soon as these proposals became known, veterans' organizations throughout the city prepared to present strong opposition and it was, therefore, considered advisable to take no definite action at this time. The Building Department, City Treasurer and others considered the space for storage, but so far have felt that present facilities are more satisfactory.

4. The advisability of hiring one or two messengers to pick up and deliver mail throughout the City Hall and Annex was discussed on several occasions to improve mailing unit operations, but White Paper Agreement restrictions on expansion of personnel prevented favorable action at this time.

5. Discussions were held on the possible centralization of tabulating machine equipment. It was considered, however, that this move should be postponed until considering plans and specifications for the new City Hall.

6. Through the establishment of a new filing system in the Welfare Department, it was possible to distribute among City departments a number of steel files in excellent condition. The use of surplus property saved the purchase of this type of equipment to fill requests submitted by various departments.

7. An Inventory Control System was inaugurated in the Purchasing Division, covering all types of office and heavy equipment under the control of various City departments. This inventory will be kept current at all times and will enable us to tell at a glance just how much equipment of a certain type is on hand and where it is located. We believe that this is the first time since W. P. A. days that such an inventory has been undertaken.

8. The possible advantage of the sale of non-paying suburban parking lots was considered on several occasions. A review of receipts from three such parking lots indicated that the returns may not justify continued operations. The Real Property Board has not acted on the matter up to the present time.

9. Proposed consolidations of Police and Fire Stations — progress has been made on this subject in the Fire Department, as you already know, and consolidations are being considered as new facilities are being planned for the Police Department.

10. Printing Department billings were reduced from twelve each year to two, one in June and one in December. This system resulted in substantial savings in time and paper and prompted a recommendation, which may be adopted this year, to discontinue all billings for printing and office stationery supplies within City departments. Under the new plan, separate appropriations by

departments for printing items will be abolished and one appropriation covering the City's printing requirements will be established. It is believed that this new system, if properly regulated and controlled, will result in further savings which will be difficult to appraise until it has been in operation for at least one or two years.

11. A list of surplus land and/or buildings, not being used for a specific purpose, was compiled, the greater part of which was found to be under the jurisdiction of the Real Property Department. After an examination of a few properties of this character, not under the jurisdiction of the Real Property Board, only one building was found that could be considered of further use, namely, the Wayfarers' Lodge, which was closed down the early part of the year. However, the Welfare Department is desirous of retaining control over this building for the reason that future economic conditions or some emergency might arise that would warrant its re-use.

12. The above is only a partial list of the many subjects reviewed and discussed during the year. Many others were considered also, as contained in minutes of our meetings. For example:—

- a. Personnel problems in specific departments
- b. The expansion of micro-filming operations
- c. Improvements in the processing of Real Estate, Excise Tax and Poll Tax Bills
- d. Assessing Department reorganization
- e. The Compensation and Classification Plans, including possible studies by outside consultants
- f. Daily Collection Reports issued by the Treasury Department
- g. Reviews of custodial services within certain departments to eliminate duplication by other departments
- h. Consideration of new types of office machines and equipment
- i. Recent Legislation enacted, affecting City departments
- j. Consideration of laundry operations at the Hospital Department
- k. M. T. A. operations
- l. The Old Colony Branch of the New Haven Railroad

- m. Port facilities
- n. Printing Plant operations
- o. The Tremont Street Shopping Area
- p. Unpaid Real Estate taxes and Water bills.

ADMINISTRATIVE DIVISION

The work load of the Division has increased substantially since its establishment in 1954 and, with only one employee added since that time to carry out the many duties for which it is responsible, we have accomplished the greater part of our objectives. Although we believe that additional administrative analysts would result in worthwhile expansion of activities, through the initiation of many important programs, conformity to the White Paper Agreement prevents it at this time.

A few of the operations and accomplishments of this Division are listed herewith:

1. Minutes of all Board Meetings have been compiled and copies supplied to each member.
2. The Third Conference on Municipal Administration was organized and conducted, and a report of this conference is at present being prepared for publication.
3. Twenty directives and informational documents were compiled and distributed.
4. Direct supervision of the Equalization Survey Study, as delegated to this Division, was continued.
5. Surveys and reports from other departments and some outside agencies were reviewed and channeled through this Division.
6. The Annual Report of the Department, as compiled by this Division, and Annual Reports from other departments were reviewed for the purpose of eliminating duplications.
7. Periodical reports on the "White Paper Agreement" have been prepared.
8. Minutes of all Department heads meetings have been compiled and distributed to department heads and the press.

In view of the Director's added duties as chairman of various committees, to which the Administrative Secretary has been assigned as secretary, the following additional work, consisting of the recording of the minutes and the distribution of same to various committee members, has been performed for the following committees:

- a. Equalization Survey Committee and Mayor's Realty Advisory Committee
- b. Public Safety Commission
- c. South Station Garage Committee
- d. Urban Renewal Coordinating Committee.

The resulting coordination of current information has proved to be of value in administrative matters.

BUDGET DIVISION

This Division, in addition to assembling and compiling the 1958 Annual and Supplementary Budgets, has been devoting a greater part of its operations to studies and methods that will improve and make more efficient the intricate details of performance budgeting to the end that all departments will understand more clearly its purposes and aims. This new phase of budgeting, adopted in 1955, has many other phases which have been explored but have not been put into operation up to the present time. Those features that tend to simplify procedures and produce factual and important information are to be reviewed.

The screening of purchase requisitions, requests for transfers of funds, requests for permission to award contracts, etc., have been effective operations resulting in the prevention of overbuying, of unnecessary transfer requests, and the awarding of contracts when sufficient funds were not available.

PERSONNEL DIVISION

This Division has maintained and is improving constantly an efficient system for the administration of personnel procedures and the compiling of personnel statistics.

In connection with the so-called White Paper Agreement of 1957, monthly reports have been submitted to the Director, indicating progress towards reduction in personnel as specified in said White Paper.

Data showing the number of personnel changes (additions and decreases) were contained in said monthly reports. Also submitted were monthly reports listing grade adjustments and new classification titles established.

A punch-card system has been established in order to correlate personnel records of individual employees. This system has provided an improved method of ascertaining certain personnel information quickly. A problem exists in this operation, however, due to the fact that the Remington-Rand machines used are located in the Auditing Department and are not always available at the convenience of the Personnel Division.

The Personnel Division is called upon, from time to time, to furnish special details regarding personnel to many cities and other agencies throughout the country. Such requests are also made by this Division, when required, for salary surveys, etc. Such a salary survey was made among the 20 largest cities in the United States and the 20 largest cities and towns in Massachusetts, during recent months.

A reprint of the Compensation and Classification Plans for City of Boston Employees (Document 36 — 1958) was completed. This document contains, in addition to the amended original plans in Document 56 — 1952, the newly established Compensation Plan for Nursing Personnel, effective July 30, 1958; the amended Fire Department Fire Fighting Force and Fire Alarm Division Compensation Plan; and the amended Police Department Compensation Plan. Further amendments have occurred in these plans since the printing of Document 36 — 1958, which will be included in a future reprinting.

COMPLAINTS DIVISION

Since the establishment of this Division in 1954, which was established for the purpose of centralizing complaints registered by the public, previous delays in response have been practically eliminated. Personal attention is given to each and every complaint, until final action or disposal results and areas in which frequent complaints appear are brought to the attention of administrative authorities for special attention.

The greater portion of complaints registered with this Division are more or less similar to those received by any large city, such as, defects in streets and sidewalks,

violations of fire, health, and housing codes, prompt removal of refuse and garbage, and requests for repair or demolition of dilapidated structures. Seasonal complaints are also more or less common and concern the functions of snow removal, sanding of streets, cleaning of catch basins, spraying and trimming of trees, etc.

Many requests for information regarding the City's hotel accommodations, transportation facilities, cultural and historical points of interest, and other general information have developed at certain times. When the Division was originally established, thought was given to a proposal to designate it as "Complaints and Information Division or Bureau," but it was the consensus of the Board that a bureau or division established for the dissemination of general information should be located in the lobby or the first floor of City Hall. As space was not available in this area, it was decided to drop the word "information" and refer all such informational inquiries to the Public Celebrations Division of the Mayor's Office for the time being.

In view of the fact that we are contemplating the erection of a new City Hall, it would be possible to expand the operations of this Division to include an "Information" function to be located in the lobby or on the first floor of the new Hall. It would be recommended at that time to transfer all literature concerning Boston and its attractions from the Public Celebrations Division to this Division.

PURCHASING DIVISION

During the year 1958, the Purchasing Agent inaugurated an inventory of office furniture and office equipment and organized a system for inventory control of these items. Each unit is registered on a Remington-Rand card and additions and deletions will be made as equipment is traded or the new equipment purchased. This same project encompassed an inventory of surplus office furniture and surplus office machines. The necessary arrangements have been set up to make this inventory serve henceforth as a perpetual inventory and record control for these items in one central location, relieving all departments from this responsibility and clerical work.

It is the plan of the Purchasing Agent to list annually, by department and by item, furniture and office

equipment, and to submit these lists to the various departments for a review and verification of the inventory actually on hand. We are now engaged in furthering the project to include an inventory of special equipment in the various departments, the most notable of which is the Hospital Department.

The Surplus Property Program has been continued and it is found that the various departments are utilizing the availability of surplus equipment for their own needs to a greater degree than hitherto.

The over-all purchases for the year 1958 were approximately \$10,000,000.

OFFICE MACHINE REPAIR UNIT

The Office Machine Repair Unit has completed its third year of operation and has continued to prove its worth.

The Repair Unit now has 1,074 typewriters on its service records. These machines are located in City Hall, City Hall Annex, new Courthouse, old Courthouse, Public Welfare Department, Health Department, Law Department, Printing Section of Purchasing Division, Veterans' Services and Parks and Recreation Department.

During 1958, 2,302 inspections were made. These inspections consist of cleaning, oiling and replacing worn or broken parts. Seven hundred (700) emergency calls were answered for immediate repairs. This service, by an outside agency, would cost approximately \$18,500.

In addition to the above service, the Repair Unit maintains a pool of typewriters, kept in excellent condition, which are available to City or County departments in need of additional machines for seasonal work or, in the event that a machine needs extensive repairs, the Repair Unit loans a machine until the machine is repaired, thus eliminating the cost of rentals.

During 1958, the service men condemned forty (40) machines as being beyond economical repair. These machines are held by the Repair Unit and, when a department requisitions a new machine, without a trade-in, one of the condemned machines is used for a trade-in.

The Repair Unit also renders assistance to the Budget Analysts and to the Buyer of Office Machines by examining machines offered in trade for new machines,

and also by making an expert appraisal. This service results in retaining machines classified as "good" and in transferring them to the typewriter pool and offering a machine from the pool classified as "poor."

The service men have just completed a course of instruction in the repair of Underwood electric machines at the Underwood Company.

The total cost of operation for 1958 was \$8,200, which includes the salaries of the two repair men. Net savings to the City in this operation for the year 1958 amounted to \$10,300.

PRINTING SECTION

We have taken advantage of improved channels of communication between the organizational units of the City and County to clear up previous misunderstanding concerning our printing services.

Much work formerly done by letterpress can now be done more economically on our multilith presses through a combination of paste-up and camera work. This has greatly expanded our area of operations, so that we now can undertake jobs which were previously assigned to private printing concerns.

Furthermore, recently installed folding and binding machinery has made it possible for us to complete more jobs on the premises than heretofore.

The School Document, "Curriculum Guide to Elementary Education," the multi-colored covers for booklets for the Library Department, a special edition of City Council Proceedings relative to abatements, are examples of recent productions. Contemplated use of an offset camera and lineup table for precision ruling on forms will further expand the value of our resources and services.

A new standardized format has improved the assembly process for issuance of the City Record, City Council Proceedings and School Committee Proceedings.

An Addressograph system was installed in 1956, with the primary intention of reproducing the voting and police lists by a more economical method. Experience has revealed that a new application of available equipment can be effective in further reducing the costs of printing the poll tax bills with associated lists and the reprinted cards used by police officers in listing residents.

Thus we are proceeding to increase our volume of production without compromising our primary objective of reducing operating costs.

OPERATING COSTS

1956	1957	1958
\$855,413.14	\$795,997.88	\$741,084.58

The 12% reduction in costs, amounting to \$114,328.56, reflects not only the more efficient use of available machinery, but also a reduction in the costs of personnel. Even in the light of step-rate increases, promotional increases and 10% salary increases granted to our union-member employees, a program of attrition, whereby employees who have terminated employment in the Printing Section have not been replaced, has enabled us to make the following reduction in personnel costs:

PERSONNEL COSTS

1956	1957	1958	Net Decrease
\$571,274.26	\$570,997.20	\$536,990.38	\$34,283.88

Contrary to statements that have been made by outside agencies during the past few years, we believe that we have made real progress in reducing expenses and improving techniques. We do not have to amortize equipment costs, nor allow for profit. We are certain that we can produce printing at a cost that equals, or is less than, that of outside plants, and we know that in many instances the quality of our work excels that of commercial printers. Thus we are proceeding, by improved service and production speed, to increase the evidences of our progress.

ART COMMISSION

Due to the death of William Emerson the latter part of 1957, whose term would have expired on May 1st, 1958, Alice N. Maginnis, nominated by the Museum of Fine Arts, was appointed by you on May 1st. It is interesting to note that the new appointee's father was a member of this Commission at one time and rendered faithful and creditable service for a number of years. In view of Miss Maginnis' profession at the present time, as an instructor at the Museum of Fine Arts, the bene-

fits of her training and experience should add much to the high standing this Commission has held in the community for a long period of time.

As a result of this Commission's preliminary investigation and approval, we now have two projects completed in the downtown area which have met with the approval of Bostonians and visitors alike, namely, the improvement of the Tremont Street Mall on Boston Common and the improvement and re-designing of a plot of land in Post Office Square, both of which projects have contributed much to our downtown surroundings.

A lack of funds has not retarded the constant vigilance which this Commission maintains over the historical monuments throughout the City, as is evidenced by the following minor defects that were observed and corrected during the year:

The reconditioning and cleaning of the statue of Edward Everett in Dorchester.

The reconditioning and cleaning of the statue of William Lloyd Garrison on the Commonwealth Avenue Mall.

The reconditioning and cleaning of the eight granite plaques at the John Harvard Mall in Charlestown.

The replacing of the sword on the Washington Equestrian Statue in the Public Gardens.

The reconditioning and cleaning of the thirteen tablets on the surrounding walls of the Paul Revere Mall.

Restoration of the sword on the Shaw Monument across from the State House on the Boston Common.

Approval was given to memorials for Edward A. Filene and Alice Stone Blackwell.

Recommendations have been made to restore the Shaw Memorial and bronze figures on the Brewer Fountain, which were displaced in 1957 and which would cost in the vicinity of \$40,000. Due to the high tax rate at the present time and the reluctance of philanthropic agencies or individuals to contribute toward the cost of these improvements, we will be obliged to wait until some later date, when the City's financial status

will allow of such expenditures. In the meantime, the Commission will be obliged, with a very limited budget, to maintain and keep in fairly good condition the following pieces of art under its jurisdiction:

35 bronze statues

8 fountains

94 tablets, marking historical spots throughout the City

12 granite and marble memorials

The City of Boston is most fortunate to have a Commission of this character, serving without compensation, and it is most unfortunate that we are not in a position at this time to supply the funds required to comply with the Commission's recommendations. If we could depend upon some type of grant, either from the federal government or private sources, to subsidize the cost of maintaining, restoring and beautifying present historical monuments, it would be most helpful and more than appreciated by the residents of the City. We have been so closely associated with Boston's history that many have taken for granted our age-old shrines and monuments. It has remained for visitors to our City to awaken our interest in these valuable possessions.

Respectfully submitted,

WILLIAM ARTHUR REILLY, *Chairman*

JOHN V. MORAN, *Purchasing Agent*

JOSEPH P. LALLY, *City Auditor*

DUNCAN T. FOLEY, *Supervisor of Personnel*

JAMES E. GILDEA, *Collector-Treasurer*

JOHN G. PICKETT, *Supervisor of Budgets*

* JOHN J. CHAPMAN, *Assessor of Taxes*

LAWRENCE W. COSTELLO,
Administrative Secretary.

* Retired December 23, 1958.

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